
Risks and Hazards Analysis

is necessary to prevent delays in messages. Informing the public of information reduces the pressures on event staff. Reducing uncertainty among spectators defuses tension. A public address system is important at any event.

Event Emergency Warning System

Some means to inform everyone of an emergency or dangerous weather condition should be in place for every event, no matter the size. This emergency warning system must be able to operate without benefit of the main power source and be operational at all times. Ensure that the system can be heard clearly in all areas of the event. One person should be in charge of emergency communication. The Incident Commander should authorize the release of emergency messages. All involved agencies should be advised, in advance if possible, of the anticipated release of an emergency message and allowed to inform their personnel to prepare for the public's response. Part of the planning process should be drafting sample pre-scripted messages for use in an emergency. While drafting these messages, consider using a code word or phrase to identify authentic emergency messages and to ensure that emergency personnel respond only to true emergencies.

RUMOR CONTROL

Rumor Control is another area that is difficult to plan for but one that you must address. Most communities have plans for rumor control during emergencies. You can respond in a similar manner to rumors during an incident at an event. As discussed in Chapter 3, the lead agency should designate a Public Information Officer. Upon designation the lead agency must determine in advance both what is going to be said and who is authorized to release information. For accuracy and to promote efficiency in rumor control, designate one source of authority.

Internal rumor control is also needed. Personnel working the event need to be kept informed through an official chain of communication, especially if an unanticipated incident occurs. Information is best disseminated through daily shift briefings that include sharing of operational objectives for the operational period.

OCCUPATIONAL HEALTH AND SAFETY

Since the promoter and authorities are obligated to provide for the safety of the audience, and appropriate care, safety, and training of all personnel working at the event, they should be familiar with state and local occupational health and safety legislation.

Many events rely on staff volunteers. While most public safety agencies are not allowed to use volunteers because the agencies may be liable for them, the promoter will probably use volunteers extensively and is liable for their safety. Emergency Medical Services (EMS) may use volunteers provided that they are adequately trained and certified. If the public sector

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uses volunteers, they must protect the volunteers as they would protect the occupational health and safety of any other employee.

At events where noise levels are high, such as rock concerts, air shows, and motor racing events, adequate ear protection must be provided to employees who will be exposed to high noise levels for prolonged periods.

Noise pollution from events probably causes the majority of complaints to authorities from the surrounding community, and some means of monitoring and reducing noise levels should, if possible, be implemented. The permitting agency should mandate that the promoter advises the community of what to expect well in advance of the event.

ALCOHOL, DRUGS, AND WEAPONS

Alcohol, drugs, and weapons are potential hazards the crowd can bring to any event. They can be catalysts for, and can exacerbate, and unruly behavior in a crowd. Every community has its own laws and regulations regarding alcohol, drugs, and weapons. The following suggestions are merely guidelines.

A number of strategies that have been implemented, with varying degrees of success, in reducing the problem include:

- The prohibition of the sale and use of alcoholic beverages at events where unruly audiences are expected, or where a significant number of the patrons will be under the legal drinking age.
- If alcohol is to be sold, then low alcohol content beverages can be made available. Alcohol sale times can be controlled and beverages dispensed only in disposable cups.
- Establish an early “last call” for alcohol. For example, during major league baseball games, alcohol is not sold after the seventh inning, and during professional basketball games, it is not sold after the third quarter.
- If alcohol, weapons, and fireworks are lawful within the state, advance tickets and display advertising should contain the message that they will not be permitted into the event. Tickets and advertising should also state that purchase of tickets is deemed as constituting the patron’s consent to be searched for prohibited material prior to admission.
- Searches of personal belongings (such as jackets, purses, or bags) and confiscation of any alcohol, drugs and weapons further reduces the risk of unruly behavior.
- Signs in event parking areas and at admission gates should also display a warning to discourage patrons from bringing alcohol, drugs, or weapons into the event. There are, however, possible negative consequences to such signage. Some patrons may attempt to consume a quantity of alcohol intended for the entire event prior to entry, ultimately causing problems for the event medical staff. Alternatively, signage could also have the effect of causing spectators to leave alcohol in their cars, only to consume it in the

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parking lot at the end of the event prior to departure. The most desirable action is to discourage patrons from bringing prohibited materials to the event in the first place.

If you decide to confiscate prohibited goods, you must make arrangements for the storage and disposal of these materials.

Two strategies which may be applied to handling all prohibited material:

- Give the spectator the option of returning it to his or her car, with a subsequent loss of place in line; or
- Tag it with “peel and stick” numbered stickers for return to the patron following the event. If, for any reason, you deem confiscation inappropriate, you can apply such a solution to any weapons, or materials that are potential weapons that you may find.

SECURITY

Event organizers must decide what type of security to provide and the scope of their jurisdiction. Providing security services and the stewarding function are vital to public safety, particularly within the venue. There are essentially three types of security that you can provide at large public events. These are:

- Peer security,
- Police officers in uniform, and
- Private security guards in uniform.

The composition of security services will vary according to the event; one or a combination of the three types may better serve different events.

Clearly establish the roles and responsibilities of security personnel prior to the event. Decisions and actions taken by security personnel may affect the way emergency services and health personnel respond to a crisis. In planning and throughout all stages of the event, maintain a close working relationship between:

- Security personnel,
- The promoter,
- Health and medical services,
- Other police and emergency services, and
- Other security services for example those who are responsible for the performers’ personal safety.

Special security considerations include:

- Will the event organizers or promoters use police officers for onsite security, or will they hire private security officers?

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- If you use private security officers, what will their role and functions be, and how will their services be integrated with the police? Are they permitted to work outside the venue?
- What policies will security personnel enforce for minor offenses on site to assure that policy is enforced consistently during the event and throughout the venue?
- Will there be areas on site for the collection and storage of significant sums of money, and what security will be established to protect these areas, as well as offsite transfer or banking? Are these areas positioned near road access to avoid the risks associated with carrying large sums of money on foot through spectator areas?
- How will security personnel move high-profile persons through crowded areas?
- How will security personnel handle lost or stolen property?
- How will security personnel detect forged credentials?
- How will security personnel deal with lost children and missing persons?

You should clearly define the responsibilities and roles of security personnel before the event. These may include:

- Crowd management, including measures taken to prevent crushing;
- Control of access to stage or performance areas;
- Security control at entrances and exits;
- Minimizing risk of fire by patrolling area;
- Control of vehicle traffic and marshaling;
- Searches for alcohol, drugs, and weapons;
- Security of large sums of money and confiscated goods; and
- Assisting emergency services if necessary.

Pre-event Briefing of Security Personnel

To enable security personnel to perform their duties effectively, you must brief them appropriately prior to the event. This briefing should provide security personnel with:

- Details of the venue layout, including entrances, exits, first aid points, and any potential hazards;
- Clear direction on the management of unacceptable behavior;
- Basic information about the event such as location of first aid, lost person station, information, parking, transportation matters, and other pertinent spectator information;
- Details of emergency and evacuation plans, such as raising alarms, protocols for requesting assistance, and evacuation procedures;
- Instructions for the operation, deactivation, and isolation of any onsite machinery and utility supply in case of emergency; and
- Details of the incident communications plan and the equipment to be used.

The attitude of security personnel has a major influence on crowd compliance. Security personnel are charged with not only controlling a crowd, but also with making them feel welcome. Every individual staff member who comes into contact with the spectators plays a

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role in crowd control. The dress, demeanor, and actions of staff may set behavioral expectation levels, and you should consider this fact in planning and pre-event briefing of staff.

Deployment

You should consider strategic deployment of security staff. All venues will have areas particularly suited to crowd monitoring and problem areas where particular attention is required. The type and size of venue may control what method of transportation the security personnel use. Are bicycles or golf carts more practical than vehicles or on foot. Indoor events are usually patrolled on foot, whereas a large outdoor area may be patrolled using bicycles, golf carts, or automobiles. The amount of time the personnel must patrol also may play a factor. Deployment considerations include:

- Identification of strategic deployment points, such as entrances and exits, barriers, and general thoroughfares;
- Establishment of strategic observation points to monitor crowd movements and behavior (a central control room with video surveillance may be required);
- Use of video “pole cameras” in densely populated areas.

Peer Security

Experience has shown that, in general, you can promote security for events attracting youth audiences better and more simply through the use of “peer security” - security personnel of the approximate age of the spectators who can relate to and be accepted by the youthful patron. Usually wearing brightly colored T-shirts plainly marked SECURITY. Peer security personnel provide a less confrontational security presence by avoiding the posture of rigid authority and the force that often accompanies it. As one concert organizer commented on his experience with peer security:

They do not carry weapons and do not attempt to fill a police function. They serve as crowd monitors, people movers, and troubleshooters. Such personnel are not there to reform or catch the alcohol or drug user. . . . They concentrate on maintaining orderly crowd flow for the safety of the patrons.

You should provide appropriate guidelines for peer security personnel and stipulate limits to their authority. Duties for security at the historic Woodstock concert in 1969, which attracted 500,000 spectators, were:

. . . keeping the peace, helping people in distress, assisting the staff of doctors and nurses, clearing paths for ambulances, seeing that areas were cleared for helicopter take-offs and landings, and guarding the stage, the performers, and all the land we hadn't rented. They did not include busting people, whether for drug offenses, nudity, obscene gestures, or sex acts. People on bad drug trips were to be handled gently until someone with experience could be found to assist.

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Private Uniformed Security

Private uniformed security are probably better suited to events which attract more docile spectators, such as religious rallies, charitable dinners, and art shows, and usually will be less costly than a police presence. At events attracting crowds of more youthful exuberance, or volatile sports spectators, private uniformed security are probably more appropriately utilized in non-confrontational roles, such as ticket taking and parking cars.

Care needs to be taken to ensure that private uniformed security personnel are recruited only from reputable sources with competent and suitably trained personnel. You should discuss any special requirements for the event with the security firm.

In certain circumstances, private uniformed security can lead to problems. A uniform gives an authoritative appearance that is often not supported either by adequate training or authority in law. As a result, private uniformed security provide neither the power of police nor the rapport achieved by peer security.

Police

At many events, uniformed police perform functions, such as traffic control, and leave internal event security to private personnel employed by the organizers.

A typical crowd composed mainly of families needs 1 police officer per 1000 spectators. In a more active crowd (for example, at a sporting event where alcoholic beverages are sold), 2 police officers for every 1000 spectators are commonly employed.

Certain spectator groups may not, however, be amenable to either peer or private uniformed security, such as crowds who have historically seen violence as part of the event “culture.” While various diffusing techniques are available and should be employed, often nothing less than a contingent of uniformed police will dissuade a spectator group that enters with the expectation and intent of violence. These groups are in marked contrast to rock concert audiences who enter in a peaceful frame of mind, but may be induced to rowdiness by alcohol, shortcomings in the event, or other catalysts.

Dignitaries and Celebrity Guests

Events with invited dignitaries or in which dignitaries participate create an entirely new group of hazards and difficulties. A dignitary presence may change the level of jurisdiction and the type of security needed at the event. The planning team may not know in advance if a dignitary or celebrity is coming, therefore it is important to have contingency plans involving local agencies such as law enforcement, fire, and other to coordinate with the, state and federal agencies should a special guest arrive. Many dignitaries have their own security service which travels with them. Providing special seating for dignitaries may be necessary. Discuss the possible difficulties and hazards before allowing the promoter or sponsor to extend invitations to dignitaries.

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LOST CHILD AND “MEET ME” LOCATIONS

Due to the size of an event and the number of spectators at the venue, children will inevitably be separated from their adult supervisors. Planners must designate a place for lost children to be rejoined with their guardians and have a checklist to allow information to be disseminated quickly and accurately.

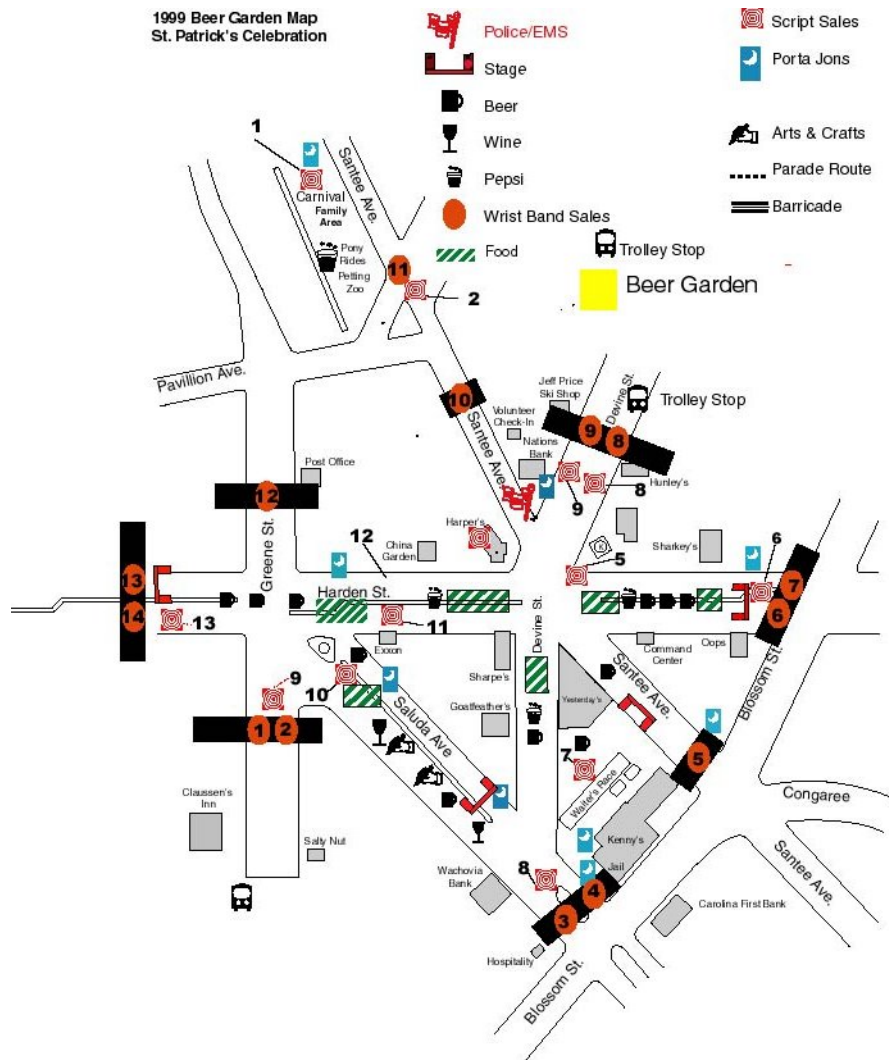
Other useful areas include “meet me” locations. These are designated locations throughout the site, which are well marked and easily spotted. Patrons can plan to meet at these locations at a predetermined time, or they may use these locations should they become separated.

INFORMATION CENTER

A well-identified, well-publicized information center on site, staffed with knowledgeable persons, can reduce pressures on security, medical, and other event staff, by providing a full range of informational services to patrons. Reduction of uncertainty among spectators defuses the kind of tension that can lead to behavioral problems. To ease the burden on the public sector, the promoter should be required in the permit application process to provide this service.

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SAMPLE EVENT SITE MAP



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